



## Final Report of the Idaho State Library Task Force

### A Study and Recommendations on Idaho State Public Documents

Nancy Bolt & Associates  
June 2006

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## **EXECUTIVE SUMMARY**

Thomas Jefferson believed an educated and enlightened citizenry is absolutely essential in a nation that practices self-government. Continual access to government public documents is a foundation of this democratic form of government. By making all state laws, regulations and actions public, the historical record makes our state government understandable and accountable. Our state government entities have a responsibility to disseminate information on their legislative, regulatory and administrative activities as well as their public services and benefits.

Idaho state public documents are currently distributed through the formal system of Depositories for Public Documents, public libraries and, more recently, computers accessing digital public documents within state government entities' websites. A new generation of state digital public documents and websites is challenging the effectiveness of these traditional forms of dissemination. Therefore, to meet the changing nature of public communication, state government entities now bear the responsibility of providing effective and efficient access to public documents online while continuing to ensure their preservation as a permanent historical record.

In the fall of 2005, the Idaho State Library issued a "Request for Quotation" to begin a state public documents planning process. The Idaho State Library hired Nancy Bolt and Debbi MacLeod of Nancy Bolt & Associates to facilitate the process.

A Task Force was assembled from invited organizations, retired legislators, retired state administrators, city libraries, and state government entities including: Idaho State Library, Idaho State Department of Agriculture, Idaho State University Library, Office of the Governor, Office of Performance Evaluations, Department of Public Policy and Administration at Boise State University, Idaho Public Television, University of Idaho Library, Idaho State Historical Society, Idaho Transportation Department, Boise Independent School District, and Idaho State Journal.

The Task Force consisted of Kathy Killen, Department of Agriculture; Ken Robison, retired legislator; Larry Murdock, Eli M. Oboler Library, Idaho State University; Parra Byron, Office of the Governor; Richard Wilson, Idaho State Library; John Freemuth, Department of Public Policy and Administration, Boise State University; Peter Morrill and Kelly Roberts, Idaho Public Television; Larry Kirk, retired Idaho Legislative Services; Nathan Bender, University of Idaho Library; Randy Smith, Lewiston City Library; and Steve Walker, Idaho State Historical Society.

During five daylong meetings spread over four and a half months, the Task Force developed the following six recommendations for the Idaho State Librarian:

### **Recommendation 1: Increased Access to Public Documents**

Develop a full-text, keyword and topical searchable repository on a centralized server to create and maintain an authenticated record of state public documents. State government entities shall post information on this centralized repository using standardized tools and metatags. They may also choose to post on their website.

**Recommendation 2: Standards and Tools**

Develop standards and tools readily accessible for Idaho state government to use when creating or digitizing public documents. These tools and standards would be readily accessible to state government entities. Such standards would provide consistency across state government for public access to state public documents.

**Recommendation 3: Revise Current State Law**

Amend current state law or write a new law requiring the compliance and cooperation of state government entities to provide access to all public documents regardless of format. The new law would:

- Establish the concept of a centralized digital repository
- Include a new definition of state public documents
- Create standards and tools to assist state government entities with compliance
- Eliminate the requirement that state government entities provide 20 copies of their public documents to the State Library. Two copies of public documents printed for distribution will be sent to State Archives, one of which will be sent to the U.S. Library of Congress.
- Authorize a state government entity(ies) to oversee implementation
- Establish an Advisory Committee on policy, procedures, standards and implementation

**Recommendation 4: Preservation and Access Over Time**

Develop a plan to address how public documents, printed and digital, will be preserved and accessed over time.

**Recommendation 5: Digitization of Existing and Future Non-Digital Public Documents**

Create a digital archive for printed public documents in the centralized repository. Scan all non-digital public documents and place in the centralized repository.

**Recommendation 6: Funding**

Create and maintain a funding mechanism that would make all the recommendations in this report possible by supporting the life cycle of state government public documents.

The Task Force recommends the State Librarian take the initial responsibility for implementing the recommendations in this report. Since success will only come through collaboration, it is suggested that a partnership between the State Librarian, the State Archivist and the State Records Management Supervisor take the lead in establishing a multi-entity task force to implement the recommendations.

A revised or new law should designate a lead state government entity to implement and oversee the law. The state government entity that implements the recommendations should be the State Library, the State Archives, or the Department of Administration.

## INTRODUCTION

In the fall of 2005, the Idaho State Library issued a “Request for Quotation” to begin a state public documents planning process. The Purpose and Goal of the project was stated as:

*The Idaho State Library wants to examine how Idaho public documents might be made more readily accessible to the citizens of Idaho. The State Library is seeking the services of a consultant to plan and facilitate advisory group activities leading to a report identifying current conditions, strategic issues, and recommendations for the future. The core advisory group will consist of 8-12 persons with an interest in Idaho public documents. They will serve as both the primary source of information and as participants in the planning process. The group is advisory to the State Librarian. The consultant will meet with and guide this group through appropriate planning processes.*

The Idaho State Library hired Nancy Bolt and Debbi MacLeod of Nancy Bolt & Associates to facilitate the process. Early in the discussions, four questions were drafted that would be answered during the process:

1. Should public documents be made more readily accessible?
2. If so, whose responsibility is it to make public documents readily accessible?
3. What role, if any, does the State Library have in the information life of an Idaho public document?
4. If so, what should that role look like at the concept level?

During the planning process, Idaho law was amended. On July 1, 2006 the Idaho State Library will become the Idaho Commission for Libraries. This is significant in that it reflects the changing role of the State Library from a library directly serving the public to a Commission working to assist libraries to build the capacity to better serve their clientele.

Shortly after the initiation of the planning process, an advisory Task Force was appointed (see Appendix A). State Librarian Ann Joslin sent a letter of invitation to potential members requesting their participation to examine how Idaho public documents might be made more readily accessible to Idahoans (see Appendix B).

The Task Force met four times to discuss issues and make recommendations. Over these meetings the group discussed:

- Current status of access to public documents
- Values relating to access to public documents
- Definition of public documents and public records
- Strategic issues faced in providing access to public documents
- Possible scenarios for the future of public access to public documents
- Concrete recommendations for the State Librarian

At the first meeting, the Task Force agreed on the roles and responsibilities of the Task Force, the State Library and the consultants. These were:

### Task Force

- Participate in the process
- Discuss issues and recommendations
- Adhere to ground rules
- Participate in data gathering if necessary
- Determine recommendations
- Provide subject matter expertise from their point of view

### State Library

- Participate in discussion as an equal participant
- Provide backup information when necessary
- Provide subject matter expertise from their point of view

### Consultants

- Assist in data gathering if necessary
- Be objective in facilitation
- Provide expertise only on request and not as a recommendation for action or direction

The Task Force members were creative and kept a statewide perspective in their discussions. The recommended changes proposed to the State Librarian would improve current and future public access to information about Idaho state government.

## **CURRENT STATUS**

There are three key points that need to be highlighted:

- The current Idaho code governing Idaho state public documents does not address born-digital public documents.
- Submitting 20 copies of a public document to the State Library for the State Document Depository Program is inefficient and costly for state government entities and thus engenders spotty compliance.
- Most Idaho state public documents produced today are in digital form. It is estimated that only 30 percent are ever printed for distribution.

The Idaho State Library (ISL) collects and distributes printed copies of public documents produced by state government entities to the Depository for Public Documents Program. If there are not enough copies to distribute, there is a tiered system to distribute the copies to key depositories including the State Archives. Currently, the State Library does the original cataloging of a public document placed into their collection. Then, other depositories can access and copy the catalog record through WorldCat, an international catalog of library materials. Born-digital public documents and public documents in non-paper formats such as video and audio are not necessarily captured. While there are records management guidelines, state government entities are not required to keep their own public documents and compliance with the current state code varies.

### **Users of state government public documents**

From the perspective of the user, public access is hit or miss as not all public documents are distributed to the depositories or cataloged. It is difficult for users to find the information they are looking for or need. Some feel that state information is “well hidden.” Historical public documents are not available online. Some users like to use print, as computer screens are hard on the eyes. Some users do not have the money to pay for printing a public document. Some consider the lack of available printed public documents as transferring the cost of printing from the producing state government entities to the public. This cost then becomes a barrier to accessing public documents.

### **Producers of state government public documents**

The 20 copies that producers are required by state code to submit is perceived as a problem. Many state government entities speak about this first before anything else. They believe that it is very costly to comply, so many do not. Additionally, many state government entities are posting their public documents on their websites. Other state government entities such as public broadcasting have video, audio and other media formats that include copyrighted material that is costly to duplicate for non-broadcast purposes. Another consideration is that some public documents are for sale and produce revenue for the entity.

The advent of technology has highlighted many problems. Currently there is no plan for preserving born-digital public documents. Twenty-five years from now how do we open and access a public document created in Word 2004 or Adobe Acrobat 8.0? How do we preserve and make accessible audio and video files either posted on a website or broadcast on public broadcasting? These are all questions that have not been answered. State Archives has been taking public documents that state government entities send to them. One of the problems Archives has to contend with is storage media that has no technical specifications included. How will the data on these be accessed in 25 years if the operating and hardware systems that produced it are not with the drive?

### **Cost**

Currently, little money is allocated for state government entities to address the many issues related to making public documents available now and over the long-term. Improving the system involves both cost savings and additional costs.



## **STRATEGIC ISSUES**

At the first meeting, the Task Force brainstormed a list of 27 problems, issues and challenges that the state public document program faces. At the second meeting, the Task Force discussed and edited these strategic issues so they could be summarized for a more focused discussion. These 27 issues were reduced to 11. These 11 were ranked and six emerged as critical to the continuing discussion.

### **1. Access**

More and more public documents are now created and issued electronically and are usually placed on the state government entity's website. There is no coordination of information across state government entities and there is no comprehensive topical index to state public documents. For example, in order to find public documents issued by different entities on the same subject, users must guess which entities might have published information on a topic and search each entity's website individually. Fewer public documents are issued in print and the requirement to send 20 copies to the State Library for distribution to the depository libraries is often ignored.

### **2. Standards and Guidelines**

Currently, Idaho Code does not clearly address born-digital public documents and their dissemination via electronic mechanisms. There are no guidelines as to what should be published on the website, how it should be indexed or given metatags, what should be archived and how often. Each government entity makes these decisions on its own, with little commonality or consistency.

### **3. Archive and Preservation**

Idaho Code does not address archives preservation of born-digital public documents. There is tension between immediate access and access over time. There is currently no method in place to archive digital public documents. State government entities post information on their websites and change it frequently to keep it current. While web access benefits people who would like current information, there is no record of how policy has changed over time and no access to public documents that might still be useful but were removed for one reason or another. Printed public documents are archived but long-term storage is also an issue.

Depository libraries continue to exist but as state government entities choose not to send the full 20 copies, fewer public documents will be available through the depository program. A clear policy and process needs to be put in place to address preservation of both content and format.

### **4. Cost**

Change in the way that public documents are handled may require additional funding even though other changes would result in cost savings. The more aggressive the changes, the more funding may be required. Cost elements could include new hardware, new software, staffing, electronic storage, and maintenance and replacement of the infrastructure over time. There could also be costs associated with entity publication of public documents, the creation and maintenance of a topical index, digitization of print public documents and archiving of

public documents. A cost model for supporting improved access to public documents needs to be developed.

## **5. Participation of State Government Entities**

There was concern that state government entities might resist changes in access to public documents that interfere with their autonomy in managing their public documents. Some state government entities want to be responsible for the distribution of their public documents, not trusting any other state government entity to do this for them. In addition, busy schedules often impede timely and consistent publication of public documents. Frequent changes in information cause frequent changes on websites. Less current information is removed and permanently lost. State government entities need to be educated on the value of participating in a topical index and adhering to guidelines for the publication of public documents.

## **6. Limits of Current State Law**

The current state law governing access to public documents requires 20 copies of all published public documents be sent to the Idaho State Library for distribution to depository libraries around the state as well as the Library of Congress. In recent years, state government entities have found it too costly to send 20 copies of all public documents to the State Library and have been sending fewer. In addition, more and more public documents are not published in print but rather posted on the entity's website. The current law does not address public documents available on an entity's website. State law needs to be revised to address the current environment.

Five other issues were discussed but not considered significant enough to warrant separate recommendations during this initial phase:

- Educating Idaho residents on how to access public documents
- Better definition of dissemination
- Better definition of interaction between federal and state requirements
- Shifting costs from the producer to user
- Access by Idaho residents who do not have computers

## VALUES

Thomas Jefferson believed an educated and enlightened citizenry is absolutely essential in a nation that practices self-government. Continual access to government public documents is a foundation of this democratic form of government. By making all state laws, regulations and actions public, the published historical record makes our state government understandable and accountable. Our state government entities have a responsibility to disseminate information on their legislative, regulatory and administrative activities as well as on their public services and benefits.

Idaho state public documents are currently distributed through the formal system of Depositories for Public Documents, public libraries and, more recently, computers accessing digital public documents within state government entities' websites. A new generation of state digital public documents and websites is challenging the effectiveness of these traditional forms of dissemination. Therefore, in order to meet the changing nature of public communication, state government entities now bear the responsibility of providing effective and efficient access to public documents online while continuing to ensure their preservation as a permanent historical record.

## DEFINITION

Since task force members brought different outlooks to this effort, they developed a definition that would provide a common understanding of what is meant by the phrase "state public document." This was not as easy as first assumed. The group agreed there are differences between public documents and public records. Since the focus was on public documents, it was decided to define that term. The advent of digital production, the Internet and websites has changed the environment. The Task Force feels current Idaho Code language "a document that is printed for distribution" is no longer sufficient. What is today's equivalent to print and distribution? Does posting a document on the website constitute printing or distribution? Just because information is on a website, does that make it a public document? After many hours of discussion, research and reflection, the definition agreed on is as follows:

**Idaho state public document means any information created for public distribution, regardless of format, produced at the total or partial expense of the state government with the exception of correspondence, interoffice memoranda, or those items detailed by Idaho Code Sections 9-340A-H & 9-342A.**

## **VISION AND BENEFITS**

To support the democratic process, people in Idaho need access to Idaho government information through public documents. The best and most efficient way to achieve this is through one stable online access point for a master digital repository of all state public documents.

This centralized digital repository will maintain an authenticated record of all state public documents and allow easy access to the full-text of desired public documents through keyword and topical index searching. Non-digital public documents will be digitized and added to the centralized repository. Criteria for prioritizing which existing public documents are digitized will be developed.

State government entities may wish to maintain their websites; however, they would be required to submit their electronic public documents to the master repository at the same time as they are posted on their website. State government entities may also use the centralized repository rather than choosing to maintain public documents on their website.

As state government entities post new public documents and remove old ones from their website, the centralized repository would provide access to current and historical public documents.

To assist state government entities' participation in this program, a set of standards and tools will be developed for public documents including but not limited to:

- Document criteria for submission to the centralized repository
- Metadata schema to allow consistent access by subject and identification of the owner of the document
- Method for transmitting state government entity publications to the centralized repository
- Digitization of existing non-digital public documents
- Common glossary of terminology related to public documents

To implement this newly reconstituted program of access to public documents, the Depository for Public Documents law must be totally revised. The new law would:

- Establish the concept of a centralized digital repository
- Include a new definition of state public documents
- Create standards and tools to assist state government entities with compliance
- Eliminate the requirement that state government entities provide 20 copies of their public documents to the State Library. Two copies of public documents printed for distribution will be sent to State Archives, one of which will be sent to the U.S. Library of Congress.
- Authorize a state government entity(ies) to oversee implementation
- Establish an Advisory Committee to advise on policy, procedures, standards and implementation

An important element of the program will be a preservation plan that examines both the stability and the authenticity of digital public documents, and addresses redundancy of the content in format readable by the naked eye. This will protect both physical public documents and the electronic repository in the event of a disaster.

Funding of this new program could come either from the Idaho State Government or through an indirect charging program to state government entities. Idaho could develop the centralized repository and all the standards and tools, or outsource the repository to another organization that has already developed standards, tools and protocols.

Benefits of this vision will accrue to state government entities sharing information with the public, and with the general public who needs and wants information about their state government.

#### **Benefits to the Public**

- Easier access to a greater wealth of public documents regardless of location or format
- Statewide access wherever the Internet is available
- Digital access to full-text of non-digital public documents
- Permanent public access to public documents both current and historical

#### **Benefits to State Government Entities**

- Seamless, cost effective means for entities to contribute to the process
- Better service to the public
- Reduced staff time for public inquiries
- Cost savings
- Access to current information and systematic archival storage

#### **General Benefits**

- New statute signed into law reflecting current reality and improved access
- Creative, sustainable revenue stream to cover lifecycle of state public documents
- Fully funded infrastructure
- Focus on service and access, not costs
- Permanent URL for the centralized repository
- Systematic method to maintain and access public documents

## RECOMMENDATIONS

The Idaho State Library Task Force determined the following recommendations.

### **Recommendation 1: Increased Access to Public Documents**

Develop a full-text, keyword and topical searchable repository on a centralized server to create and maintain an authenticated record of state public documents. State government entities post information on this centralized repository using standardized tools and metatags. They may choose to also post on their website.

#### Implementation

If state government entities post public documents on their websites, they would also send the same public documents automatically to the centralized state repository. As state government entities delete or correct existing public documents on their website or database, the centralized repository would retain older public documents which would still be searchable. State government entities would continue to own their current public documents and share dissemination responsibility with the centralized repository. A decision would have to be made as to when and to whom ownership of the public document transferred. A protocol for officially retiring public documents to an archive would be developed and adopted. State government entities would need to be trained in posting their public documents to the centralized repository. Information would be provided to help the public use this centralized repository.

### **Recommendation 2: Standards and Tools**

Develop standards and tools readily accessible for Idaho state government entities to use when creating or digitizing public documents. These tools and standards would be readily accessible to state government entities. Such standards would provide consistency across state government for public access to state documents.

#### Implementation

Standards are needed in these areas:

- Document creation and submission
- Copyright issues
- Digitization for non-digital public documents

Tools to be developed:

- Metadata schema that is MARC compliant (Machine-Readable Cataloging, a standard developed by the Library of Congress and used by libraries worldwide)
- Indexing standards
- Common glossary
- Authentication
- Preservation

An Advisory Committee should be created to develop these standards and tools. We suggest that representatives from the following key state government entities be considered for membership in the committee: Department of Administration – Records Management Division; Department of Education, including Higher Education, the Historical Society & Archives, the State Library, public broadcasting, blind and deaf individuals; as well as representatives of small and large agencies, and the Information Technology Resource Management Council. We suggest that the State Librarian, the State Archivist and a representative from the Records Management Division provide leadership to accomplish this recommendation.

### **Recommendation 3: Revise Current State Law**

Amend the current or write a new state law requiring compliance and cooperation of state government entities to provide access to all public documents regardless of format. The new law would:

- Establish the concept of a centralized digital repository
- Include a new definition of state public documents
- Create standards and tools to assist state government entities in complying
- Eliminate the requirement that state government entities provide 20 copies of their public documents to the State Library. Two copies of public documents printed for distribution will be sent to State Archives, one of which will be sent to the U.S. Library of Congress.
- Authorize a state government entity(ies) to oversee implementation
- Establish an Advisory Committee to advise on policy, procedures, standards and implementation

#### Implementation

The State Librarian would widely share this report with state government entities, Legislators, librarians and other stakeholders to gain additional input. Legislators will be invited to sponsor legislation that amends or rewrites the public documents law.

Other issues to be considered for possible inclusion in the law are:

- Copyrighted content in public documents
- Intellectual property rights

*A note to readers: until these changes can be made, the current law is still in force.*

### **Recommendation 4: Preservation and Access Over Time**

Develop a preservation plan to address how public documents, printed and digital, will be preserved and accessed over time.

#### Implementation

This recommendation is linked to the implementation of the recommendation (#1) on access and a centralized repository. Therefore, a committee of representatives from the Department of Administration, Information Technology Resource Management Council, Office of the State Board of Education, State Historic Records Advisory Board and other state government entities

would develop the preservation plan. A partnership between the State Library, State Historical Society & Archives, and the Records Management Division would take the lead.

The plan would address the following issues as well as others that might be added:

- Migration of public documents formats – how to migrate from one electronic version to another to keep access current
- Digital and analog access for long-term preservation of public documents
- Redundancy of infrastructure – how to ensure fail-over when hardware fails
- Disaster recovery – planning in the event of a disaster
- Inspection of public documents for deterioration – how to monitor public documents in all formats (print, audio visual, digital...) for degradation and to authenticate that no changes in the original public documents were made
- Maintenance of equipment, software, upgrading
- Continued maintenance of original public documents when content is digitized
- Authenticity of public documents for legal use and preservation
- Scope – public documents to be included and excluded
- Ownership – who is legally responsible for public documents if there are lawsuits?

#### **Recommendation 5: Digitization of Existing and Future Non-Digital Public Documents**

Create a digital archive for printed public documents in the centralized repository. Scan all non-digital public documents and place in the centralized repository.

##### Implementation

All current printed public documents would be digitized over time. Criteria would be developed to determine which printed public documents are digitized first. One method would be to focus on those printed public documents that are frequently requested, saving those lower demand items for delayed digitization. This does not mean that printed public documents would be destroyed after they are digitized. This process would enable and preserve access and preserve the physical public document, which can reveal much information about its origin and historical context.

#### **Recommendation 6: Funding**

Create and maintain a funding mechanism that would make all the recommendations in this report possible by supporting the life cycle of state government public documents.

##### Implementation

Several suggested ways of accomplishing a sustainable revenue stream are: cost basis computed and charged to state government entities; costs allocated through appropriation; revenues collected and expensed; or a fund created through legislation. A forum to discuss on-going maintenance costs could also be held for further ideas.



Potential cost elements include but are not limited to:

- For the centralized repository
  - Hardware
  - Software for full-text, keyword and topical searching of the database
  - Middle-ware solutions – including metadata
  - Staff for developing the protocols, standardized tools and training materials
- Meeting expenses for the advisory committee
- Preservation costs
  - Migration
  - Digital and analog-dual formats
  - Mirror image servers
  - Maintenance of the infrastructure
  - Public document inspection
  - Redundancy including analog-eye-readable
- Digitization costs
  - Hardware
  - Software
  - Staff to complete digitization

The responsibility for initiating this recommendation would be with the State Librarian, the Governor and the Legislature. It is important to understand that there is a life cycle for public documents and there are ongoing costs to maintain and provide access.

## **Outsourcing**

An alternative method to implementing Recommendation 1 on Access, Recommendation 2 on Standards and Tools, and Recommendation 4 on Preservation could be to contract with the Washington State Digital Archives for full digital database services to provide online access to Idaho public documents.

A committee would need to address the following issues:

- Determine cost benefits, if any, to outsourcing
- Negotiate price agreements
- Create legislation to enable/require state government entity participation
- Determine who owns the public documents and the database

Costs incurred would be for the contracts and mirror infrastructure sites in Idaho.

If successful, state government entities would create public documents as they currently do and submit to the database (possibly named WIDI – Washington Idaho Public Documents Index). The public would have full access to state public documents. Sharing existing solutions would minimize initial costs.

An alternative to implementing Recommendation 5 on Digitization could be to research funding opportunities from the Library of Congress, which has established a fund for multi-state projects for state public documents.

## OVERALL IMPLEMENTATION AND RESPONSIBILITY

The State Librarian should take the initial responsibility for implementing the recommendations in this report. Since success will only come through collaboration, it is suggested that a partnership between the State Librarian, the State Archivist and the State Records Management Supervisor should take the lead in establishing a multi-entity task force to implement the recommendations. A revised or new law should designate a lead state government entity to implement and oversee the law. The final state government entity that implements the recommendations could be the State Library, State Historical Society & Archives, the Department of Administration, Legislative Services, or some other state government entity. Responsibility for the implementation of the recommendations could be divided with developing and operating the centralized repository at a different state government entity than the management of the digitization of printed public documents process.

A possible approach to implementation would include:

- The State Library receives the report. The State Librarian circulates the report to stakeholders such as state government entity heads, library depositories, interested citizens, legislators and other stakeholders.
- The State Librarian collects the input from the review of this report.
- The State Librarian initiates a partnership with State Historical Society & Archives and State Records Management to revise the public documents law to implement the vision. Stakeholders and others involved would refine the wording of the proposed new/revised law.
- The State Librarian and other partners participate in the Governor's process for considering new laws and budget requests.
- The State Librarian and other partners seek a sponsor for the revision of the current law or a totally new law.
- Investigation is done on the cost and methodology of developing a centralized repository.
- The State Librarian seeks information about outside funding and potential multi-state partners.

During the effort to revise the law and implement the recommendations, the State Library continues to request 20 copies of all printed state public documents with the understanding that many state government entities will choose not to comply. The State Library will not attempt to obtain printed copies of born-digital public documents that are only available online.

As part of the process of transferring responsibility for processing of and access to state public documents, the State Library may need to educate those involved on the concept of the life cycle of public documents and how a working process for public documents will provide state government entities and the public access to these public documents.

A suggested order of implementation would be to address the law and funding first, followed by access, standards and tools, preservation and finally digitization.

As a final note, the Task Force recommends that in the event any department or entity chooses not to participate, the State Librarian should proceed with implementing these recommendations.

## FALLBACK OPTIONS

During the process of developing the recommendations, a discussion ensued on possible alternative options if funding or a new state law were not forthcoming. These options are as follows:

1. State government entities deal with public documents separately but consistently. Standards and tools are written for state government entities to use. The Governor issues an Executive Order that requires state government entities to have a website and to follow and use the standards and tools. State law is minimally revised to allow for the discontinuance of the requirement for 20 copies of all public documents from state government entities.
2. If #1 above is implemented, another step could be a software program that allows for consistent searches across state government entities' websites following the guidelines established and that state government entities are required to follow.
3. If no action is taken, all the issues outlined in the report will continue to worsen. Less information is produced in print. Fewer print public documents will be submitted to the State Library and thus fewer distributed to the depository libraries. There are no guidelines for consistency for state websites. Information removed from websites is lost forever.

None of the fallback options allow for archiving state government entity digital public documents in an accessible format. This would result in no historical record of the public documents of Idaho state government. As long as most public documents were in print, the history of Idaho government operations was always available. In a digital environment, such history is destroyed with a single stroke of the delete key.

*A note to readers: until these changes can be made, the current law (33-2505) is still in force.*

## Appendix A: Idaho State Public Documents Task Force - February 14, 2006

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325 West State Street Boise, Idaho 83702 (ph. 208.334.2150 (800.458.3271 (Fax: 208.334.4016

January 13, 2006

Dear:

I would like to invite you to participate in a small advisory group to assist the Idaho State Library in examining how Idaho public documents might be made more readily accessible to Idahoans.

As a beginning point for discussion, State Library staff developed a brief outline of state government information in Idaho.

Information created and/or produced in any format or medium, with public funds, by entities and officers of the State of Idaho is state government information and should be accessible by the public except where it is otherwise restricted by law.

There are two distinct types of State government information: public documents and public records. *Public documents* contain information of a public nature and are intended for public distribution. Examples include, but are not limited to, newsletters, brochures, rules and regulations, audits, and web pages. *Public records* are created by State government entities or officers as a part of their ongoing operations. Examples include, but are not limited to, meeting minutes, correspondence, birth and death records, and financial records.

The focus of our examination is Idaho public documents. Nancy Bolt & Associates of Golden, Colorado has been retained to facilitate the advisory group in four meetings in Boise between February and May to identify and discuss current conditions, strategic issues, and recommendations for the future.

If you agree to serve, I am asking for your commitment to attend and participate in approximately five days of meetings with the consultants and other members of the advisory group in Boise between February 14<sup>th</sup> (first meeting of the advisory group) and mid-May (presentation of the final report). Your travel and per diem will be reimbursed by the State Library according to state guidelines. If you have questions about this process, you may contact Rich Wilson ([rwilson@isl.state.id.us](mailto:rwilson@isl.state.id.us)) or me ([ajoslin@isl.state.id.us](mailto:ajoslin@isl.state.id.us)) by e-mail or at the phone number above.

Please let me know by January 23<sup>rd</sup> if you want to join us for this exciting and important planning process.

Sincerely, Ann Joslin, State Librarian

## **Appendix C**

33-2505. STATE LIBRARIAN -- DEPOSITORY FOR PUBLIC DOCUMENTS -- DISTRIBUTION. It shall be the duty of the head of every agency, board, bureau, commission or department of the state of Idaho, including all state supported institutions of higher education in Idaho, to deposit with the librarian of the Idaho state library twenty (20) copies of all public documents, reports, surveys, monographs, serial publications, compilations, pamphlets, bulletins, leaflets, circulars, maps, charts or broadsides of a public nature which it produces for public distribution. The deposit of information with the state librarian is intended to allow the information to be used and distributed to academic, regional, public, and special libraries in Idaho, the Library of Congress, and to others within the discretion of the state librarian.

## Appendix D: Public documents -- Larry Murdock Observations for 4/3/06 meeting

### ALASKA

Eight state depository libraries

- Since 1998--have collected Internet only Alaska docs
  - Print one preservation copy of each Internet doc for Historical Collections.
- Since July 2005--one copy is cataloged and stored on the main web server of the Alaska State Library
  - (This copy is available for collection through the LOCKSS system)
  - Copies can be accessed through their catalog or through their shipping lists pages.
  - They think that there will be better controls on the Library server to eliminate “link rot”
- Slightly more than ½ of the docs are Internet or digital only (born-digital) not published in paper
- Cataloging and a link to the electronic publications is currently sent to Alaska doc depositories
  - Have a monthly list of resources
    - If item is available on the Internet, it’s URL is listed
    - OCLC # is given
    - Since Feb 06--began listing Open WorldCat Links to other library copies
      - ◊ Used to locate docs in and out of Alaska state publication program
- \*Using LOCKSS program – initiated by Stanford University ([www.lockss.org](http://www.lockss.org)) “Lots of Copies Keep Stuff Safe”
  - Open source, easy, inexpensive way to collect, store, preserve, & provide access
  - Creates low cost, persistent accessible copies with long-term access for local users
  - Way to build a local digital collection so they stay accessible
  - Want to use it for preservation as well as an access technology
- A Feb 06 proposal--want some depositories to house local digital collections using the LOCKSS system

### GEORGIA

University of Georgia Libraries was designated as the official depository for state docs in 1993.

- Have a *Georgia Government Publications Database*
  - Has full-text of over 25,000 public documents 1994-
  - Have procedures to submit e-public documents
- Code amended effective 7/1/00 “to require state government entities to submit an electronic copy if available in addition to print copies of all publications.”

### ILLINOIS

On *Find-IT! ILLINOIS* (<http://finditillinois.org/>)

Illinois government information web search engine – lots of e-public documents

## MISSOURI

*Missouri State Government Publications* [www.sos.mo.gov/library/reference/statepubs/](http://www.sos.mo.gov/library/reference/statepubs/)

- Will be creating a repository for providing access to digital versions of state publications.
- Will allow organized and persistent access to state publications available any time and any place with Internet connectivity.
- Access will be available via the Internet through the State Library's online library catalog, the statewide online library catalog MOBIUS, and the national online catalog OCLC.
- Will be directing access from the Secretary of State web site enabling citizens to use general search engines to find information more quickly.
- Electronic versions of state publications are to be sent to the Office of Secretary of State effective 8-28-04
  - Have established some procedures for submitting docs
    - Includes a list of the types to submit
    - Formats to submit (only one version is necessary if it is complete)
    - Only 1 copy of a digital doc need be submitted
    - Must submit 5 paper copies of a publication to the State Library as long as the agency still produces a paper version for general distribution.
  - Have a Monthly list of new pubs on web – can search for docs on State Lib web site

## NEBRASKA

- In 1997 *State Government Publications Online* was launched to digitize and post key agency publications on the Commission web site.  
[www.nlc.state.ne.us/docs/pilot/pilot.html](http://www.nlc.state.ne.us/docs/pilot/pilot.html)
- Now most Nebraska state government entities post publications on their own websites
  - State links to them from *State Government Publications Online*
    - Has list of titles under agency names

## OREGON

- As more state information migrated to the Internet, they became more concerned about web-online information that disappeared from agency websites.
- Working with others, the State Library submitted a HB 2118 to the 2005 Oregon legislative assembly. It was signed by the Governor May 13, 2005 and became effective 1-1-06. (Underlines mine)  
*The Oregon Revised Statutes defines "public document" as "informational matter produced for public distribution or access regardless of format, [method of reproduction] medium, source or copyright, originating in or produced with the imprint of, by the authority of or at the total or partial expense of any state agency. 'Public document' includes informational matter produced on computer diskettes, CD-ROMs, computer tapes, the Internet, or in other electronic [storage media] formats."* Effective 1-1-06
- An electronic archive project will begin 1-1-06 with a final program in place by 7-1-06
  - Initial access will be via the online catalogs of the State Library & other Ore doc depository libraries.



- If an agency has migrated its website to the content management system, it will use a metatag to identify which web public documents should or should not be archived.
- Some new rules have been proposed.
  - Public documents to be archived will be automatically be deposited with the State Library...
- Starting Jan 2006, there will only be 10 depository libraries
  - Agencies will be required to supply only 10 copies of each public document.
  - Agencies will also be required to deposit an electronic copy of each public document with OSL.
  - OSL will establish an archive of these electronic public documents,
  - OSL will provide access to them via the [online catalog](#).
    - These bibliographic records for these electronic public documents will be available to any library in Oregon.
    - Hope to include the electronic archive in the search engine on Oregon.gov
    - If a library wants to include bibliographic records for public documents in the electronic archive, any Oregon library is able to FTP these records into its catalog.
- [For more information on the changes to the program, see <http://www.osl.state.or.us/home/techserv/archiving.html>]
- Have compiled a list of Oregon docs that have switched to Web-only publishing. Arranged by title with links.
- State Depository Libraries are
 

“To retain all tangible materials and to maintain catalog links to electronic publications received under the program for a minimum of five years; superseded publications may be replaced with the new version.” (Reg)
- State Library
 

“As the official archive for Oregon public documents, the State Library will retain all tangible materials permanently and will maintain a permanent, accessible archive for electronic publications. (Reg)

“In the interest of public access to public documents, the State Library will make bibliographic records for electronic publications available to any Oregon library ... An issuing agency must provide to the State Library electronic versions of any public document produced by the issuing agency if .... “ (Reg)

## Appendix E: Issues – Current Status – Recommendation

Issue – Problem Statement	Current status in relation to issue	General description of recommendation
<p><b>Access</b> - What public documents exist, how to find them &amp; how to have better data about them? If you don't know what is available how can you access the public documents?</p>	<p>Public access is hit or miss as not all public documents are distributed to the depositories or cataloged. It is difficult for users to find the information they are looking for or need. Some feel that state information is “well hidden.” Historical public documents are not available online.</p>	<p>Develop a full-text, keyword and topical searchable repository on a centralized server to create and maintain an authenticated record of state public documents. State government entities post information on this centralized repository using standardized tools and metatags. They may choose to also post on their website.</p> <p>Create a digital archive for printed public documents in the centralized repository. Scan all non-digital public documents and put in the centralized repository.</p>
<p><b>Standards</b> - Currently no guidelines for state government entities about which public documents should be made available to the public or the process for making them available on an agency's website, on the state's central website, and in a topical index.</p>	<p>No standards or tools exist. State government entities can produce public documents in any format.</p>	<p>Develop standards and tools readily accessible for Idaho state government entities to use when creating or digitizing public documents. These tools and standards would be readily accessible to state government entities. Such standards would provide consistency across state government for public access to state documents.</p>
<p><b>Archive &amp; Preservation</b> - How do you ensure access to authenticated public documents over time? What is the process for both print and electronic public documents? How do you migrate digital public documents?</p>	<p>Currently there is no plan on how to preserve public documents.</p>	<p>Develop a preservation plan to address how public documents, printed and digital, will be preserved and accessed over time.</p>

Issue – Problem Statement	Current status in relation to issue	General description of recommendation
<b>Cost</b> - There is no model for supporting: agency publication of public documents (including electronically); creation and maintenance of a topical index; and archiving of public documents.	Currently there is very little money allocated for state government entities to address the many issues related making public documents available now and over the long-term. Budgets have been squeezed.	Create and maintain a funding mechanism that would make all the recommendations possible by supporting the life cycle of state government public documents.
<b>Leadership</b> - There is a need to collaborate with state government entities on public access to state publications. How will they comply? How will they participate in the solution?		Amend the current or write a new state law requiring compliance and cooperation of state government entities to provide access to all public documents regardless of format.
<b>Law / Statute</b> - The current law does not deal with digital public documents and needs revision.	The current statute governing Idaho state government public documents does not address the born-digital document. The 20 copies currently required for producers to submit to the Idaho State Depository program is a problem. The producers believe that it is very costly to comply so compliance is spotty.	Amend the current or write a new state law requiring compliance and cooperation of state government entities to provide access to all public documents regardless of format.

## Appendix F: Other States Comparison

State	State Doc Depository & Date Established	Depository System	If No, who is	Updated Statute	Federal Depository	Online Catalog	Notes	Document Definition
AK	Y	Y		?	N	Y		?
AZ	Y	N		?	N	Y	Archives & public records also part of state library	§ 41-1350. Definition of records ... "records" means all books, papers, maps, photographs or other documentary materials, regardless of physical form, or characteristics, including prints or copies of such items produced or reproduced on film or electronic media pursuant to § 41-1348, made or received by any governmental agency in pursuance of law or in connection with the transaction of public business and preserved or appropriate for preservation by the agency or its legitimate successor as evidence of the organization, functions, policies, decisions, procedures, operations or other activities of the government, or because of the informational and historical value of the data contained therein.
AR	N but small collection	N	?		Y selective	Y	tech services collects	
CO	Y 1980	Y		2001	N	Y		State publication means any information for public distribution, regardless of format, method of reproduction, source, or copyright that is produced, purchased for distribution, or authorized, with the imprint of, or at the total or partial expense of the agency, with the exception of correspondence, interoffice memoranda, or those items detailed by section 24-72-204. "State publication" includes, without limitation, information available electronically by means of computer diskettes, compact discs, computer tapes, other electronic storage media, or a public telecommunications network.
CT	Y	Y 1977		Y	Y regional	Y	also archives and records	(a) "State publications" means all publications printed or published by or under the direction of the state or any officer thereof, or any other agency supported wholly or in part by state funds.
FL	y 1967	Y			Y		State Lib & Archives also legislative lib	

State	State Doc Depository & Date Established	Depository System	If No, who is	Updated Statute	Federal Depository	Online Catalog	Notes	Document Definition
IL	Y 1967	Y		Y, 2003	Y regional			Publications means all formats of media, including microforms, recordings, and other printed material paid for in whole or in part by funds appropriated by the General Assembly or issued at the request of a State agency, excepting however, correspondence, interoffice memoranda, and confidential publications.
IA	Y 1978	Y		?	N	Y	sends docs to Archives	
MA	Y 1826	Y 1984		?	Y	Y		
MO	N	N	Archives & Records		N	Y		state gov publications considered a record
NV	Y 1978	Y		n		Y		includes any document issued in print by any state agency and which may legally be relevant for public distribution
NJ	Y 1875	Y			Y	Y		Official publications include departmental annual reports, statistical reports, transcripts of legislative hearings, and special studies from the early part of the nineteenth century to the present. State publications are defined as public documents appearing as reports, directories, statistical compendiums, bibliographies, newsletters, bulletins, state plans, brochures, periodicals, committee minutes, transcripts of public hearings, maps and other public documents produced for the public. It does not include internal memos, administrative or training materials used only within an agency.

State	State Doc Depository & Date Established	Depository System	If No, who is	Updated Statute	Federal Depository	Online Catalog	Notes	Document Definition
NC	Y	Y 1987	Called NC State Publi- cations Clearing- house	N	Y selective	Y	State gov information. Develop recommendations and test solutions that support the identification, collection, cataloging, storage, and preservation of state government information and statistical data in all formats, including born- digital, for permanent public access.	State publication means any document prepared by a State agency or private organization, consultant, or research firm, under contract with or under the supervision of a State agency: Provided, however, the term 'State publication does not include administrative public documents used only within the issuing agency, public documents produced for instructional purposes that are not intended for sale or publication, appellate division reports and advance sheets distributed by the Administrative Office of the Courts, the S.B.I. Investigative 'Bulletin,' public documents that will be reproduced in the Senate or House of Representatives Journals, or public documents that are confidential pursuant to Article 17 of Chapter 120 of the General Statutes. 1987

State	State Doc Depository & Date Established	Depository System	If No, who is	Updated Statute	Federal Depository	Online Catalog	Notes	Document Definition
OR	1909	Y		y, 2005 Reduces number of copies of public documents required to be distributed by state government entities to State Library. Requires agencies to make available to State Library electronic version of public documents. Modifies other requirements related to distribution of public documents by State Library.	n	y	<a href="http://www.osl.state.or.us/home/techserv/vision.html">http://www.osl.state.or.us/home/techserv/vision.html</a>	..informational matter produced for public distribution regardless of format, method of reproduction, source or copyright, originating in or produced with the imprint of, by the authority of or at the total or partial expense of any state agency. 'Public document' includes informational matter produced on computer diskettes, CD-ROMs, computer tapes, the Internet, or in other electronic formats.
TX		Y		n	n	Y		The agency should send a publication if it meets the following three criteria: • It is information published on paper or microform, audio- or videotape, vinyl or compact discs, or film. • It is produced at the total or partial expense, or under the authority, of an agency. • It is distributed outside of the creating agency on request or in multiple copies. These criteria apply to a publication that an agency has sponsored or purchased for distribution as well as one that results from a consultant contract with a research firm or other private entity.

	State Doc Depository & Date Established	Depository System	If No, who is	Updated Statute	Federal Depository	Online Catalog	Notes	Document Definition
WA	Y	Y		?	Y since beginning & regional for WA & Alaska since 1965	Y	being included in Digital Archives	State publications include annual, biennial, and special reports, state periodicals and magazines, books, pamphlets, leaflets, and all other materials, other than news releases sent exclusively to the news media, typewritten correspondence and interoffice memoranda, issued in print by the state, the legislature, constitutional officers, or any other state department, committee, or other state agency supported wholly or in part by state funds. RCW 40.06.010 (1) defines "print" as including all forms of reproducing multiple copies, with the exception of typewritten correspondence and interoffice memoranda.
CA	Y - 1850	Y - 1945		N		Y	Y	?
IFLA								Electronic Public documents or resources are those materials produced by any State officer or agency, as defined above, and that are made publicly available in any electronic format. These may be either an electronic version of a State publication that first appeared in standard paper format or a document that is wholly composed for, and distributed only within, an electronic environment. This applies to resources that are publicly available, including interactive multimedia works or databases, and including those produced for distribution by sale so long as they are generated by funds or staff provided by the State. IFLANET. ISBD(ER): International Standard Bibliographic Description for Electronic Resources. 15 Nov. 2001. International Federation of Library Associations and Institutions. 10 Dec. 2001. This definition is adapted from the IFLA definition for electronic resources.



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